

**London Borough of Hillingdon  
LOCAL DEVELOPMENT FRAMEWORK**

**DEVELOPMENT PLAN  
ANNUAL MONITORING REPORT  
2005/2006**

**Policy and Environmental Planning  
Planning and Community Services  
London Borough of Hillingdon**

**December 2006**



**HILLINGDON**  
**LONDON**



INVESTOR IN PEOPLE

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# CONTENTS

<b>1. INTRODUCTION</b>	<b>1</b>
Requirements of the Act	1
Timing and Publication of the AMRs	2
Policy Context	2
Housing Trajectory	2
<b>2. LOCAL DEVELOPMENT SCHEME</b>	<b>4</b>
Introduction	4
Progress on Hillingdon's Local Development Documents	4
Statement of Community Involvement (SCI)	4
Development Plan Documents (DPD)	5
Core Strategy	5
Proposals Map and Site Allocations DPD	5
Health and Education Area Action Plan (HEAAP)	5
Southern Hillingdon Area Action Plan (SHAAP)	5
Supplementary Planning Documents (SPD)	5
Sustainable Design and Construction	5
Hillingdon Biodiversity Action Plan (HBAP)	6
Hillingdon Design and Accessibility Statement (HDAS)	6
Noise	6
Live-Work	6
RAF West Drayton/ Porters Way Planning Brief	6
Affordable Housing	7
Proposed Changes to the Local Development Scheme	7
Sustainability Appraisal Scoping Report	7
Sustainability Appraisal of DPDs and SPDs	7
<b>3 HILLINGDON'S PROFILE</b>	<b>11</b>
Overview of London Borough of Hillingdon	11
Deprivation	13
Housing	14
<b>4. OBJECTIVES, INDICATORS, TARGETS</b>	<b>16</b>
Progress Against Spatial Objectives, Indicators, and Targets	29
<b>5. DELIVERY OF DEVELOPMENT OBJECTIVES</b>	<b>47</b>
Policy Assessment	47
<b>List of Abbreviations</b>	<b>59</b>
<b>List of Local Development Framework Core Output Indicators Update 1/2005</b>	<b>60</b>

## List of Tables

- Table 1: Local Development Scheme Key Milestones Chart
- Table 2: Proposed Local Development Scheme Milestones (The table only contains those documents, which will require amendments to their milestones.)
- Table 3: London Borough of Hillingdon Population and Household Projections 2001-2031
- Table 4: London Borough of Hillingdon Midyear Population Estimates
- Table 5: Objectives, Indicators, Targets
- Table 6: Housing Density 2005/06
- Table 7: Number and Percentage of Bedrooms Completed during 2004/2005
- Table 8: Annual average concentrations of nitrogen dioxide (NO<sub>2</sub>) in specific parts of the Borough.
- Table 9: Status of Current SINC Sites
- Table 10: Affordable Housing Completions 2004/2005
- Table 11: Private and Affordable Units Completed during 2005/06
- Table 12: Sites safeguarded by Unitary Development Plan Policy H1 for residential Development

## List of Figures

- Figure 1. Location of London Borough of Hillingdon
- Figure 2. Hillingdon's Population 1981 – 2005
- Figure 3. LB Hillingdon House Prices by type
- Figure 4. Average House Price Comparison
- Figure 5. Housing Trajectory (1997-2017)
- Figure 6. Completed Bedrooms Analysis
- Figure 7. Total Municipal Waste Arisings
- Figure 8. Municipal Waste Arisings By Type (%)
- Figure 9. Waste Managed by Management Type 2005/06

# 1. INTRODUCTION

- 1.1 Local authorities were required by the Local Government Act, 1985 to prepare Unitary Development Plans. These plans contain policies and proposals regulating the development and use of land in the public interest in a borough. Hillingdon's Unitary Development Plan was approved by the Council's Environment Committee on 30 June 1998 and formally adopted on the 30 September 1998.
- 1.2 In 2004 the Government introduced a new development plan system. This system created Local Development Frameworks (LDF). This framework will comprise a series of local development documents, both statutory and non-statutory that will set out a borough's policies and spatial strategy for meeting the economic, environmental and social aims and aspirations of the existing and future communities. This reform of the planning system was set out in the Planning and Compulsory Purchase Act 2004, which received Royal Assent on 13<sup>th</sup> May 2004 and came into force on 28<sup>th</sup> September 2004. The LDF will eventually replace the existing Hillingdon Unitary Development Plan. This Annual Monitoring Report (AMR) is a statutory planning document and will be a key document of Hillingdon's Local Development Framework. Hillingdon's AMR will report progress on key planning documents.

## Requirements of the Act

- 1.3 The AMR and the role of monitoring is highlighted in Government policy on 'Delivering Sustainable Development' (PPS1 para 10) and guidance on monitoring is published in Planning Policy Statement 12 (PPS12). Paragraphs 4.45 to 4.52 of the PPS12 sets out the key policy requirements in terms of local development framework monitoring and annual monitoring reports. From this statement Local Planning Authorities are required to:
- review actual progress in terms of local development document preparation against the timetable and milestones in the local development scheme;
  - assess the extent to which policies in the local development documents are being implemented;
  - where policies are not being implemented, explain why and set out what steps are to be taken to ensure that the policy is implemented; or whether the policy is to be amended or replaced;
  - identify the significant effects of implementing policies in local development documents and whether they are as intended; and
  - set out whether policies are to be amended or replaced.
- 1.4 AMRs must report progress in development plan documents preparation against the Local Development Scheme milestones and whether planning policies and related targets have been met. The Town and Country Planning (Local Development)

(England) Regulations 2004 requires the monitoring of net additional dwellings in any part of the area of the authority. These figures will be submitted as part of the Housing Trajectory.

## **Timing and Publication of the Annual Monitoring Report**

- 1.5 Annual Monitoring Reports will be submitted to the Secretary of State by 31<sup>st</sup> December and they will assess the period 1<sup>st</sup> April to 31<sup>st</sup> March each year. However, policy and trend analysis may require the study of longer periods in order to produce comprehensible results.

## **Policy Context**

- 1.6 The LDF gives a spatial and land use expression to a whole host of Council strategies and external bodies strategies such as the Borough Transport and Economic Development Strategies, the Housing Strategy, and Green Spaces Strategy. Objectives of the LDF reflect the wider objectives of the Hillingdon Council and key stakeholders. The LDF in particular represents a key delivery tool for Hillingdon's Community Strategy. The Strategy was published in 2005 and was prepared in conjunction with a wide range of partners. These documents provide baseline information and assist the LDF monitoring process by providing targets and indicators.
- 1.7 Guidance published by The Office of the Deputy Prime Minister (ODPM) for monitoring a LDF provides a set of mandatory local development core output indicators to be included in the AMR. However, the Government recognises the limitations and encourages local authorities to present as full an analysis as possible whilst working towards the goal of reporting on all of those indicators. In order to achieve the goal of presenting a full analysis, greater resources should be committed for future monitoring work.

## **Housing Trajectory**

- 1.8 One of the key local development framework core output indicators that authorities are required to monitor relates to housing delivery. PPS12 require local authorities to include information on housing policy and performance in their local development frameworks monitoring reports. Housing trajectories aim to monitor housing delivery by showing past and estimating future performance.
- 1.9 The LDF will use past data and trends in an attempt to calculate projected net additional dwellings up to the end of the relevant development plan document period or over a ten year period from its adoption, whichever is the longer. This is guided by Local Development Frameworks: Good Practice Guide, published by the ODPM.

- 1.10 The formal adoption of the Local Development Framework Development Plan Documents is scheduled for December 2007, as outlined in Hillingdon's approved Local Development Scheme (March 2005), the housing trajectory covers a 20-year period 1997-2017 to accommodate current London Plan housing requirements. However, due to external circumstances revisions to the Local Development Scheme were made and approved by Cabinet on 12<sup>th</sup> December 2006. The revised adoption date of the Local Development Framework Development Plan Documents is September 2008.

## **2. LOCAL DEVELOPMENT SCHEME**

### **Introduction**

- 2.1 Hillingdon's first LDF document was approved by the Government Office for London on target in March 2005. The Local Development Scheme establishes the content and timetable for the delivery of the Local Development Framework.
- 2.2 This section reviews the milestones on the Council's first Local Development Scheme (LDS), which was adopted in March 2005. During this review each Local Development Document is monitored individually and outlines some proposed amendments and achievements set out against the LDS milestones.
- 2.3 In this year's AMR only the documents that were scheduled to progress during 2005/2006 period, have been reviewed.

### **Progress on Hillingdon's Local Development Documents**

- 2.4 Each proposed Local Development Document is listed below with a brief review of the progress of the documents against the LDS milestones. Local Development Documents are a set of documents that a Local Planning Authority creates to describe their strategy for development and use of land in their area of authority. These documents include the Statement of Community Involvement, and a number of Development Plan Documents and Supplementary Planning Documents.

### **Statement of Community Involvement**

- 2.5 A Statement of Community Involvement (SCI) is produced by Hillingdon to explain to the public how they will be involved in the preparation of Local Development Documents. It sets out the standards to be met by the authority in terms of community involvement, building upon the minimum requirements set out in the Regulations and PPS 12.
- 2.6 Pre-submission consultations on the SCI, under regulation 25 and 26 of the Town and Country Planning (Local Development) (England) Regulations 2004, took place during August-November 2004 as set out in the LDS. During this period the ODPM published further guidance on consultation procedures. The SCI was updated to reflect this new information. A second pre-submission consultation was run to incorporate this new guidance.
- 2.7 The SCI Submission Stage took place during the period covering 12<sup>th</sup> of October 2005 to 23<sup>rd</sup> of November 2005. The Planning Inspectorate, in their Inspector's Binding Report received on 25 August 2006, declared Hillingdon's Statement of Community Involvement a sound Local Development Framework document and recommended its adoption. Subsequently, the SCI was adopted in November 2006.



## **Development Plan Documents (DPD)**

### **Core Strategy**

### **Proposals Map and Site Allocations DPD**

### **Health and Education Area Action Plan**

### **Southern Hillingdon Area Action Plan**

- 2.8 The work on the above documents began in August 2005 with the public consultation in October-November 2005. These documents were approved by the full Council on 16th March 2006 for formal submission to the Secretary of State in August 2006. This is a milestone in the approved Local Development Scheme.
- 2.9 Revised guidance on the preparation of a Core Strategy issued by the Department for Communities and Local Government (DCLG) in August 2006, has necessitated revisions to the draft Core Strategy: Preferred Options document. These revisions were approved for consultation purposes by Cabinet on 12 December 2006. The changes to the Core Strategy have required a review of the timetable for formal submission of the DPDs. This is contained in the revised LDS, approved by Cabinet on 12 December 2006 for submission to Government Office for London. These documents, with the exception on Health and Education Area Action Plan, are now scheduled for submission to Secretary of State in June 2007.
- 2.10 The Draft Health and Education Area Action Plan has been withdrawn as a Development Plan Document following the Cabinet decision on 12 December 2006. Key background data, policy intentions and all of the site specific proposals have been integrated into the revised Core Strategy: Preferred Options and the Site Allocations Development Plan Document. The revised LDS reflects this change.

## **Supplementary Planning Documents (SPD)**

### **Sustainable Design and Construction**

- 2.11 The GLA draft Supplementary Planning Guidance on Sustainable Design and Construction was adopted by Hillingdon Council Members as an interim Best Practice guide in July 2005. The final guidance was issued by the GLA in September 2006 and the borough agreed to ensure its use in assessing planning applications as it is part of the Mayor's London Plan implementation tools. Given the robustness of the document and its appropriateness for Hillingdon, it is not envisaged that a separate SPD on Sustainable Design and Construction is necessary in the foreseeable future. As such the LDS schedule is being amended to reflect this.

## **Hillingdon Biodiversity Action Plan**

- 2.12 The Cabinet approved a draft Hillingdon Biodiversity Action Plan for consultation in July 2004. The public consultation of the document took place in the months covering February and March 2005 as set out in the LDS. The document was re-scheduled for adoption in July 2005. Following re-scheduling of the completion of the final document, the Action Plan was approved in July 2005. It was not formally adopted or published. Because of this, the Action Plan was re-examined by the Hillingdon Biodiversity Partnership in the final quarter of 2006, and updated. There were no significant changes. At Hillingdon's Cabinet on 12<sup>th</sup> December 2006, approval was given for the final version, adoption and publication of the Action Plan in January 2007.

## **Hillingdon Design and Accessibility Statement (HDAS)**

- 2.13 Approval to consult on the Hillingdon Design and Accessibility Statement (HDAS) was given in May and June 2005. The timetable for completing the consultation document was re-scheduled by 6 weeks due to resourcing and timetabling issues with the consultants undertaking the work for the Council. The HDAS comprises six documents providing advice on six separate topics, five of which were approved for adoption by Cabinet on 20<sup>th</sup> December 2005. At the same meeting Cabinet also considered the sixth topic, the draft Public Realm document for consultation. This was formally adopted and published on 31 July 2006. The "estimated date of adoption" of the HDAS in the LDS was September 2005; this date has therefore changed and the LDS needs to reflect this revised date.

## **Noise**

- 2.14 The Noise SPD was approved by Cabinet in May 2005 and public consultation took place in August/September 2005. The estimated date of adoption was October 2005. However, this document was formally adopted in May 2006. The LDS needs to be amended in order to incorporate this change.

## **Live-Work**

- 2.15 The Live-Work SPD was also approved by Cabinet in May 2005 and public consultation took place in August/September 2005. The estimated date of adoption was October 2005. However, this document was formally adopted in May 2006. The LDS needs to be amended in order to incorporate this change.

## **RAF West Drayton/ Porters Way Planning Brief**

- 2.16 The work on the Planning Brief was scheduled to commence in June 2006 and adoption was scheduled for December 2006. However, as part of the LDF Issues

and Options process, the remaining part of the RAF site was identified for redevelopment. It was also the subject of a planning application. The proposal was the subject of a planning inquiry in January 2006. To assist in the background work for the inquiry, the Council brought forward the planning brief to ensure that any development scheme for the site provided a comprehensive development proposal which considered the site in its entirety and ensured the delivery of strategic objectives in the South of the borough.

- 2.17 Consultation on the planning brief took place in October/November 2005. The final document was adopted by the Central and South Planning Committee at its meeting on 22<sup>nd</sup> December 2005.

### **Affordable Housing**

- 2.17 The draft Affordable Housing SPD was approved by Cabinet in September 2005. The document was on public deposit during October and November 2005. Hillingdon's Cabinet considered and endorsed the representations to the draft Affordable Housing SPD and its recommended changes on 9<sup>th</sup> March 2006. The estimated date of adoption was October 2005. This document was formally adopted in May 2006. The LDS needs to be amended in order to reflect this change.

### **Proposed Changes to the Local Development Scheme**

- 2.18 These are contained in the revised Local Development Scheme approved by Cabinet on 12th December 2006.

### **Sustainability Appraisal Scoping Report**

- 2.19 The LDF Sustainability Appraisal Scoping report was produced in advance of the LDF Issues and Options consultation. The document considers the scope of the information that influenced the considerations of impacts included in the Sustainability Appraisals for all of the LDF Local Development Documents. The scoping report was approved by Cabinet in November 2004 and subsequently went out for public consultation for five weeks in December 2004. The document was finalised in February 2005 prior to the consultation of LDF Issues and Options.

### **Sustainability Appraisal of DPDs and SPDs**

- 2.20 The Sustainability Appraisal process involved the completion of Sustainability Reports that detailed the effects on sustainability criteria discussed in the Scoping Report. The LDF documents listed below have undergone a Sustainability Appraisal and therefore have sustainability reports that were made available during the consultation period for each document:

- Core Strategy DPD and Site Allocations and Proposals Map DPD

- Southern Hillingdon Area Action Plan DPD
- Health and Education Area Action Plan DPD
- Affordable Housing SPD
- Porters Way Planning Brief SPD

2.21 The Sustainability Appraisal process produces reports that accompany the Local Development Documents and therefore follows the targets and milestones of these documents. This is a parallel and a continuing process closely linked with Local Development Document preparation.

2.22 In light of the revisions proposed to the Core Strategy, a review of the existing Sustainability Appraisal for the Core Strategy (March 2006) is being undertaken. This will be available for the consultation of the revised draft Core Strategy Preferred Options due in early 2007.



**Table 2: Revised Local Development Scheme Milestones 12<sup>th</sup> of December 2006. (The table only contains those documents, which will require amendments to their milestones.) These milestones have yet to receive formal approval from Government Office for London.**

<b>Document</b>	<b>2005 Milestone</b>	<b>Revised Milestone</b>
Core Strategy and Development Control Policies submission to the Secretary of State	August 2006	June 2007
Site Allocations DPD submission to the Secretary of State	August 2006	June 2007
Southern Hillingdon Area Action Plan submission to the Secretary of State	August 2006	June 2007
Health and Education Area Action Plan submission to the Secretary of State	August 2006	This document has been withdrawn as a Development Plan Document following a Cabinet decision on 12 December 2006. Key background data, policy intentions and all of the site specific proposals have been integrated into the revised Core Strategy: Preferred Options and the Site Allocations Development Plan Document.
Statement of Community Involvement	July 2005	November 2006
Hillingdon Biodiversity Action Plan	March 2005	January 2007
Hillingdon Design and Accessibility Statement and Public Realm	September 2005	May 2006
Affordable Housing SPD	October 2005	May 2006
Live-Work SPD	September 2005	May 2006
Noise SPD	October 2005	May 2006
Porters Way Planning Brief SPD	December 2006	December 2005